

STANDARD OPERATING PROCEDURE FOR RESCUE OPERATION IN  
HUMAN-MADE DISASTER MANAGEMENT IN NIGERIA

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I dedicate this work to my beloved mother and father.



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## ABSTRACT

Throughout history, human-beings have been subjected to displacement, some factors that make this displacement are involuntary ranging from natural disasters to human-made disasters. The problem is in Nigeria where the incident of Boko-haram Terrorists (BHTs) groups has displaced over 2 million victims in the North-Eastern part of the country. The inabilities of local authorities (government) to manage these victims effectively lead to the involvement of local NGOs in rescue operations. The local NGOs are also facing several challenges in this operation due to lack of harmonized Standard Operating Procedures (SOPs). The objective of this study is to develop a harmonize SOP for rescue operation in human-made disaster management. In line with this aim, three objectives and three research questions were formulated. The literature was informed by issue of managing victims of terrorism where five theories emerged: the theory of rescue operation, theory of stakeholders, theory of organization, theory of emergency management and local NGOs performance was compared with other emergency management frameworks around the world for the purpose of accomplishing the objective of this study. Semi-structured interviews designed was held with 10 heads of local NGOs and focus group was conducted with 12 representatives of various local NGOs and agencies to collect narratives information from their members who are in different locations as target population. Secondary data was gathered and analyzed through search document. All the findings were analyzed by using thematic content analysis that was derived from purposive sampling and the result shows possibility of harmonization of SOP in human-made disaster management. SOP was developed and experts have revealed it adequacy, suitability, applicability and sustainability for rescue operation in human-made disaster management. Thus, the study has contributed to existing body of knowledge in human-made disaster management processes.

## ABSTRAK

Sepanjang sejarah, umat manusia telah tertakluk pada penghijrahan, beberapa faktor telah mengakibatkan penghijrahan atas dasar bukan sukarela. Faktor-faktor ini merangkumi faktor buatan manusia dan bencana alam semulajadi. Insiden yang berlaku di Nigeria yang dikenali sebagai insiden kumpulan Pengganas Terror Boko-Haram (BHTs) di Timur Laut Nigeria telah mengakibatkan penghijrahan sebanyak lebih 2 juta mangsa. Ketidakupayaan pihak berkuasa tempatan (kerajaan) untuk mengurus mangsa-mangsa kejadian secara efektif telah menjurus kepada penglibatan badan-badan bukan kerajaan (NGOs) tempatan dalam operasi menyelamatkan. NGO tempatan juga menghadapi beberapa kesukaran dalam operasi menyelamatkan tersebut akibat kurangnya Prosedur Operasi Standard (SOP). Objektif kajian ini dijalankan adalah untuk membentuk SOP yang harmoni bagi operasi menyelamatkan dalam pengurusan bencana buatan manusia. Sejajar dengan matlamat ini, tiga objektif beserta tiga soalan kajian telah dirumuskan. Dalam literatur, telah dimaklumkan bahawa sebanyak lima teori telah muncul dalam isu pengurusan mangsa kejadian pengganasan: teori operasi menyelamatkan, teori pihak yang berkepentingan, teori organisasi, teori pengurusan kecemasan dan prestasi NGO tempatan yang dibandingkan dengan rangka kerja pengurusan kecemasan yang lain di seluruh dunia bagi tujuan mencapai objektif kajian ini. Wawancara separa struktur telah dilaksanakan dengan 10 orang ketua NGO tempatan dan kumpulan berfokus telah dilaksanakan bersama-sama 12 orang wakil daripada pelbagai NGO tempatan serta pelbagai agensi bagi mengumpul maklumat naratif daripada ahli-ahlinya dari lokasi yang berbeza sebagai populasi yang disasar. Data sekunder diperolehi dan dianalisis dari carian dokumen. Semua hasil carian dianalisis menggunakan kaedah analisis kandungan tematik yang diterbitkan daripada persampelan bertujuan dan hasilnya menunjukkan bahawa wujudnya kebarangkalian bagi menghasilkan pengharmonian SOP bagi pengurusan bencana buatan manusia. SOP telah dibangunkan dan pakar-pakar telah mendedahkan kecukupan, kesesuaian, kebolegunaan dan kemampuan SOP tersebut bagi tujuan operasi menyelamatkan dalam pengurusan bencana buatan manusia. Maka, kajian ini telah menyumbang kepada badan pengetahuan yang sedia ada dalam bidang pengurusan bencana buatan manusia.

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## LIST OF SYMBOL AND ABBREVIATIONS

CBOs	Community Based Organizations
NGOs	Non-Governmental Organizations
INGOs	International Non-Governmental Organizations
BHTs	Boko-Haram Terrorists
SOP	Standard Operating Procedures
IEDs	Improvised Explosive Devices
DRC	Democratic Republic of Congo
EPRP	Emergency Preparedness Response Plan
VCA	Vulnerability Capacity Analysis
FBOs	Faith Based Organizations
UPR	Unified Periodic Report
LEMA	Local Emergency Management Authority
UNOCHA	United Nation Office of the Coordination for the Humanitarian Activities
NEMA	National Emergency Management Agency
EWS	Early Warning Sign
RQ	Research Question
RO	Research Objective
EVG	Emergency Volunteer Group
IFA	Inter-Faith Association
AMCP	Albarka Multi-Purpose Cooperative Association
LKDA	Liman Katagum Development Association
JNI	Jamaatul Nasurul Islam
NRCS	Nigerian Red Cross Society
CMPC	Christian Muslim Peace Corp
CJTF	Civilian Joint Task Force

MACBAN	Miyatti Allah Cattle Breeders Association of Nigeria
NBA	Nigerian Bar Association
CAN	Christian Association of Nigeria
QDA	Qualitative Data Analysis
EOD	Emergency Operation Centre
DTM	Data Tracking Matrix
SMART	Specific, Measurable, Assignable, Realistic and Time-Related
SWOT	Strength, Weakness, Opportunity and Threat
FGD	Focus Group Discussion
DEC	Development Exchange Centre
DTU	Data Tracking Unit
UNHCR	United Nation High Commission for Refugee
DRR	Disaster Risk Reduction
ICRC	International Council of Red Cross
SEMA	State Emergency Management Agency
CCTV	Closed Circuit Television
AFAD	Afet ve Acil Durum (Türkiye)
HIV/AIDs	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
IRGC	Islamic Revolutionary Guard Corps
HANRUH	Malaysian Total Defence Concept or HANRUH
UNICTRAL	United Nations Commission on International Trade Law
NIMEC	Nigerian Metrological Commission
DDM	Department of Disaster Management
PRO	Public Relation Officer
SAR	Search and Rescue
DG/NEMA	Director General National Emergency Management Agency
PS/SEMA	Permanent Secretary State Emergency Management Agency
PME & B	Planning, Monitoring, Evaluation & Budget



FGN	Federal Government of Nigeria
IOM	International Office for Migration
NSOP	National Standard Operating Procedure
FCT	Federal Capital Territory
LGAs	Local Government Areas
UNDP	United Nations Development Program
NCR	National Commission for Refugee
HAZMAT	Hazardous materials
NMI	National Mitigation Strategy
NIDP	National Incident Disaster Plan
ISDR	International Strategy for Disaster Reduction
UNDRR	United Nations office for Disaster Risk Reduction
QA	Qualitative Assurance
NERA	National Emergency Relief Agency
FEMA	Federal Emergency Management Agency
WHO	World health Organization
IRA	Irish Republican Army
ISIS	Islamic State of Iraq and Syria
NFLA	National Front for the Liberation of Angola
AQAP	Al-Qaeda in the Arabian Peninsula
JDCM	Japan Disaster Counter Measures
EQA	Environmental Quality Act
HFA	Hyogo Framework for Action
VCA	Vulnerability Capacity Analysis
SMART	Special Malaysian Assistance and Rescue Team
NSC	National Security Council
USA	United State of America
UK	United Kingdom
DHS	Department of Home Security
NIMS	National Incident management System
DHHS	Department of Health and Human Services
DHSPAS	Department of Home and Security Presidential Directives

FCO	Federal Coordinating Officer
SCO	State Coordinating Officer
DCBA	Disaster Countermeasures Basic Act
NRA	National Regulatory Authority
DMATs	Disaster Medical Assistance Teams
DRUs	Disaster Response Units
JMA	Japan Media Agency
NEO	National Emergency organization
DMA	Disaster Management Act
NDMP	National Disaster management Plan
DM	Disaster Management
NEEC	National Emergency Executive Committee
DDM	Department of Disaster Management
NDMC	National Disaster Management Council
DAC	Disaster Auxiliary Corps
IFRCS	International Federation of Red Cross Society
IRCS	International Red Crescent Society
RA	Rapid Assessment
EFA	Education for All
EQA	Environmental Quality Act
NY	New York
USAID	United State of America International Development
DCBA	Disaster Counter Basic Act
JMA	Japan Media Agency
CDMA	Central Disaster Management Authority
DPSARSU	Department of Public Service and Administration, Republic of South Africa
DRR	Disaster Risk Reduction
IDPs	Internally Displaced Persons

## **CHAPTER 1**

### **INTRODUCTION**

#### **1.1 Introduction**

Historically, silent disasters occur in Nigeria without getting the necessary attention of the authorities until recently when the incident of Boko-Haram Terrorists (BHTs) struck and displaced several hundreds of people in the North-Eastern Nigeria. That incident had poses new threats to lives and livelihood of many people that rendered communities homeless and disruption of properties on daily basic, particularly among the poorest who are the most vulnerable populations of destitution (Adesoji, 2011 & NEMA, 2016).

Disasters of different magnitude occur across communities everywhere, especially in Nigeria. Amusat (2012) stated that there is no local government in Nigeria without a peculiar hazard and some with common hazards, which at any time can trigger the occurrence of a disaster which often overwhelm the capacities of the community or communities in question. Such occurrence delays social and economic development by destroying years of effort and labour, and by so doing perpetuating poverty and underdevelopment through the destruction of infrastructure and other socioeconomic investments (Ojo, 2006). The developmental potential of communities in the states is increasingly being threatened by presence of hazards both natural and human induced, and the increasing vulnerabilities of the communities to these hazards is thereby making the affected states more vulnerable with gross humanitarian challenges (Amusat, 2012 & Ojo, 2006).

Therefore, the plight of thousands of persons who are displaced as a result of recurrent conflicts across the nation's, especially in Nigeria is worrisome and it is unfortunate that despite the large-scale of internal displacement, there is little

information about the size, needs and the conditions of the Internally Displaced Persons (IDPs) in different parts of the country that have a population of over 170 Million, whom have been predisposed to a wide range of violence and terrorism.

However, the lop-sidedness in government response to emergency situation due to weak commitment, lack of coordination among intervening stakeholders and poor implementation of humanitarian laws form part of the introduction that give hinge sight for the background of the study.

## **1.2 Background of the study**

On the average, a disaster occurs virtually every day in Nigeria (NEMA, 2014). Although some are anticipated, but it is very difficult to predict accurately when next disasters may occur or what is likely to be the nature of the next major incident. The most common characteristic of disasters and their consequences in Nigeria are threat to life and physical integrity, exposure to hazards and vulnerability, profound loss and grief, social, unemployment, schools and community's disruption, continuing hardship, psychological and psychosocial trauma (NEMA, 2014; NCR, 2015).

Recently, the heinous activity carried out by Boko-Haram Terrorists (BHTs) and the claims for the creation of an independent state by Igbo Community in the southern part of Nigeria popularly known as Indigenous People of Biafra (IPOB), has seen 28,000 people killed and more than two million people were displaced in Nigeria (NEMA, 2015). It also becomes a threat to the entire country by crippling the socio-economic activities between Nigeria and neighbouring countries. Presently, economic activity is low in the region, as foreign expatriates were relocating to other regions in the country due to the incessant security challenges. Similarly, with the mindless bombings perpetrated by the BH terrorists in the North Eastern part of the country, it has been observed that most of the schools have been closed down in Adamawa, Borno and Yobe states with the majority of the citizens of those areas seriously displaced (Oluwoselu, 2014; IOM, 2015).

Although, The National Emergency Management Agency (NEMA, 2015) among its mandate has provided legal framework for managing those national crisis through State Emergency Management Agency (SEMA) and Local Emergency Management Agency (LEMA) to ensure active participation in the preparation and

implementation of Disaster Management Plans across the country, but little or no progress has been made to strengthen the NEMAs framework to address the challenges posed by many disasters in the country (NEMA, 2015).

### 1.3 Problem statement

According to the United Nations International Strategy on Disaster Reduction report (UNISDR, 2006), the data on terror shows that terrorism has become a global problem, not only in Nigeria as it occurred in 54 countries of the world from May, 2003 to May, 2004 and this report was confirmed by (Walker, 2012 and Quarantelli, 2008) in their books title: However, the history of communal conflicts and ethno-religious violence in Nigeria by Ojo (2016); Walker *et al.* (200) and Quarantelli (1998) mentioned that enduring victory against violent extremism and terrorism can only be achieved through implementing policies that comprehensively tackle poverty, illiteracy and frustration (Walker, 2012; NEMA, 2010; UNHCR, 2015).

But, the biggest problem is negligence from the site of the local NGOs as major stakeholders who are managing the IDPs/refugees camps to end the camps had its impact whereby the extremist violence groups are using poverty, illiteracy and frustrations in various camps to recruit innocent children as child soldiers to attacks and displace larger number of communities, has brought a concern to the stakeholders at local, state and international levels (UNDP, 2014, NEMA, 2014; Ojo, 2016).

Furthermore, the inabilities of local authorities (government) to manage over 2 million victims of Boko-Haram effectively lead to the involvement of local NGOs in this rescue operations Adesoji (2012); Ojo (2006); McEntire (2008). However, previous study by Ronald and Lindell (2003) suggested that the problem of leadership style and citizen's response to disaster situation have been major problem to coordinate planning among stakeholders and groups of policy makers in managing the disasters globally (Adesoji, 2011; Ezechi, 2004)).

Additionally, several incidents of terror attack that occurred especially by the Boko-Haram Terrorists (BHTs) group in Nigeria has been regarded by many authors Ojo (2006); Walker (2012); NEMA (2015) as problem of information sharing and communication within stakeholders to know who hold the authority in actual disaster

situation NHCR (2015); Ojo (2016); NEMA (2015), these implication was identified as contentious issues surrounding the rescue operation in human-made disaster management that this study intend to explore and find a lasting solution on it (Nwokoro, 2004; Olokesusi, 2005).

Therefore, this research problem is formulated in the scope of SOP for rescue operation in human-made disaster management in Nigeria. The challenges in human-made disaster management are summarise as follows:

- (a) Lack of operational standard to manage the situation effectively (UNHCR, 2015; Nwaka, 2015).
- (b) The existing standards serves as a policy statement only but the operational aspect is missing (McEntire, 2004; OCHA, 2014).
- (c) Confusion among the global responders to emergency situation due to lack of operational standard (McEntire, 2004).
- (d) Majority of the intervening NGOs and agencies do not have any standard for rescue operation or is not up to international standard (IFRC, 2006; NRCS, 2009).
- (e) Documents prepared by the national bodies as guidelines are not adequate to coordinate humanitarian join efforts (Ojo, 2016; Abang, 2015; OCHA, 2014).

This study fills in the above gap by proposing a framework (SOP) for rescue operation in human-made disaster management. The proposed SOP could serve as a step-by-step guide for identifying line of actions during rescue operation together with proposed action plans to serve as roadmap and data bank for local NGOs to know who hold the authority during rescue operation (UNHCR, (2015) and Pinkowski (2008). Furthermore, larger part of the society, especially the communities, the proposed SOP would reduce the confusions on who has the responsibility of sharing information about the disaster alarm in aid of decision-making proposed in the SOP developed.

#### **1.4 Research Question**

Based on the problems statement, the research questions formulated to guide the research are as follows:

- (1) What are the existing Standard Operating Procedures (SOPs) for rescue operations in human-made disaster management?
- (2) How actively are various Standard Operating Procedures (SOPs) for rescue operations in human-made disaster management operate?
- (3) How it be possible to the proposed Standard Operating Procedures (SOPs) for rescue operations in human-made disaster management to be effective?

### **1.5 Objectives of the Study**

This research is primarily intended to achieve the following objectives:

- (1) To study the existing Standard Operating Procedures (SOPs) for rescue operations in human-made disaster management in order to identify their weaknesses.
- (2) To analyse Sendai framework as model to fill in the gaps of SOP for rescue operation in human-made disaster management.
- (3) To proposed a harmonized Standard Operating Procedure (SOP) for rescue operation in human-made disaster management.

### **1.6 Research Significance**

The research is significance in the field of human-made disaster management to fill in the gaps on SOP for rescue operation. Through this study, the local NGOs who are mainly concerned about lack of basic guideline to guide their operation may benefit by the proposed SOP to improve their performance in the field as the process provided it contained details on how to go about rescue operations from start to finish.

The findings of this study are to contributes to the academia by fostering changes in the teaching of disaster management and in aid of decision-making to policy-makers in government as well as other stakeholders who help base on humanitarian ground during disasters to accompany the victims to their respective



destinations, especially in the North-Eastern Nigeria where the level of the vulnerability is high due to frequent attacks by Boko-Haram Terrorists (BHTs).

Additionally, these empirical findings are much important to the academia, government, stakeholders, local NGOs and the vulnerable groups among the victims in the area of getting knowledge and information about standardized process of quick responding to disasters.

### **1.6.1 Academia**

The significance of this study to the academia is to enhance the frontier of knowledge on basic guideline for rescue operation in human-made disaster management in schools to provide correct understanding of human-made disaster management for school children, to be able to learn and acquire knowledge on how to go about rescue operation. It will also provide on “guide to make a Disaster Risk Reduction easier for scholars who intend to seek knowledge on the physical dimensions of building human resilience. It will also bridge the existing gaps in the literature on disaster management.

### **1.6.2 Government and stakeholders**

This research would help Government agencies that are responsible in managing the human-made disaster to plan effectively on how to engage stakeholders in the event of human-made disaster operation so as to reduce the vulnerability level and that can be achieve by using the proposed SOP develop in the current research through Ministry, Department and Agencies (MDAs) that are responsible for managing disasters to reduced duplication of efforts.

### **1.6.3 Vulnerable groups**

The current research has contributed greatly on creating awareness to the vulnerable groups among the victims through NGOs who are very close to the community and they can use the proposed guideline as data bank to understand many issues



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